

2000. This legislation provides an additional \$2 billion a year for ten years to reach full funding of IDEA by 2010.

In 1972, two landmark cases, *PARC v. State of Pennsylvania* and *Mills v. Board of Education* found that children with disabilities are guaranteed an equal opportunity to an education under the 14th amendment. In response to these cases, Congress enacted the Education for All Handicapped Children Act of 1975, the predecessor of today's Individuals with Disabilities Education Act (IDEA), to assist state and local governments in meeting their responsibility to these children by agreeing to pay up to 40 percent of the cost of educating children with disabilities. However, to date, the federal government has never contributed more than 12.6 percent. States and school districts make up the difference.

For instance, Los Angeles Unified School District (LAUSD) currently spends approximately \$891 million to educate 81,000 disabled students. While the district receives approximately \$500 million from the state and \$42 million from the federal government for that purpose, it must tap into funds intended for other education programs to make up the \$300 million shortfall. School districts all across the nation face similar dilemmas. Therefore, I am introducing this legislation to put us on a course for full funding by 2010.

As we move into the 21st Century, we must make critical decisions about the priorities of this nation. In countries like Japan and China, education is a top priority, above even defense. This year alone, the U.S. Department of Defense will ask for \$11 billion in new spending and according to OMBs most recent estimates, we can expect an \$80 billion budget surplus for FY 2000. Surely we can spare an additional \$2 billion a year to ensure a brighter future for all Americans.

CONGRESSIONAL ACCOUNTABILITY
FOR REGULATORY INFORMATION
ACT OF 2000

HON. DAVID M. McINTOSH

OF INDIANA

IN THE HOUSE OF REPRESENTATIVES

Thursday, January 27, 2000

Mr. McINTOSH. Mr. Speaker, today, I rise to introduce the "Congressional Accountability for Regulatory Information Act of 2000," a bill to aid Congress in analyzing Federal regulations and to ensure the public's understanding of the legal effect of agency guidance documents. To accomplish the former, the bill requires an analytic report to Congress by the General Accounting Office (GAO) on selected important agency proposed and final rules. To accomplish the latter, the bill requires the agencies to include a notice of nonbinding effect on each agency guidance document without any general applicability or future effect.

On May 22, 1997, Representative SUE KELLY introduced H.R. 1704, the "Congressional Office of Regulatory Analysis Creation Act." On March 11, 1998, the House Government Reform Committee's Subcommittee on National Economic Growth, Natural Resources, and Regulatory Affairs, which I chair, held a hearing on this bill. Rep. KELLY testified

at the hearing that the analytic function will "help Congress deal with an increasingly complex and burdensome regulatory system. It will give Congress the resources it needs to oversee the regulations that the Executive Branch issues on a regular basis and facilitate use of the Congressional Review Act." She also stated that it "would provide a second opinion" of the agency's analysis of the impact of a rule. On March 13, 1998, the House Committee on the Judiciary reported an amended version of the bill and issued a report (H. Rept. 105-441, Part I). On June 3, 1998, the House Government Reform Committee reported a further amended version of the bill and issued a report (H. Rept. 105-441, Part II). There was no further action on the bill during 1998 and 1999.

The "Congressional Accountability for Regulatory Information Act of 2000" is introduced to respond to some criticisms of the earlier bill, especially about the creation of a new Congressional agency. Instead, the "Congressional Accountability for Regulatory Information Act of 2000" places the analytical function within GAO, which, since March 1996, has been charged with certain related functions under the Congressional Review Act (CRA).

Congress has delegated to the agencies the responsibility of writing regulations. However, regulations need to be carefully analyzed before they are issued. Under the CRA, Congress has the responsibility to review regulations and ensure that they achieve their goals in the most efficient and effective way. But, Congress has been unable to fully carry out its responsibility because it has neither all of the information it needs to carefully evaluate regulations nor sufficient staff for this function. Under my bill, GAO will be tasked with reviewing agency cost-benefit analyses and alternative approaches to the agencies' chosen regulatory alternatives.

The "Congressional Accountability for Regulatory Information Act of 2000" has a companion bill on the Senate side, S. 1198, the "Congressional Accountability for Regulatory Information Act of 1999." This bill was introduced by Senators SHELBY, BOND, and LOTT on June 9, 1999 and then renamed and reported by the Senate Governmental Affairs Committee as the "Truth in Regulating Act of 1999" on December 7, 1999. The House and Senate bills are both intended to promote effective Congressional oversight of important regulatory decisions.

In addition, the House version includes a provision to ensure the public's understanding of the effect of agency guidance documents (such as guidance, guidelines, manuals, and handbooks). It requires agencies to include a notice on the first page of each agency guidance document to make clear that, if the document has no general applicability or future effect, it is not legally binding. Under the CRA, "rules" subject to Congressional review are broadly defined to include not only regulatory actions subject to statutory notice and comment but also other agency actions that contain statements of general applicability and future effect designed to implement, interpret, or prescribe law or policy. Unfortunately, the Office of Management and Budget (OMB), despite a 1999 Treasury and General Government Appropriations Act directive to do so,

has still not issued adequate guidance to the agencies on the requirement to submit to Congress any noncodified guidance document with any general applicability or future effect.

As a consequence, on October 8, 1999, the Subcommittee on National Economic Growth, Natural Resources, and Regulatory Affairs began an investigation of the agencies' use of noncodified documents, including the specific explanations within each of these documents regarding their legal effect. I asked the General Counsels of the Departments of Labor (DOL) and Transportation (DOT) and the Environmental Protection Agency (EPA) to submit their noncodified documents issued since the March 1996 enactment of the CRA and to indicate which were submitted to Congress under the CRA. DOL and DOT asked that I narrow my request; as a consequence, I asked for only those documents issued by DOL's Occupational Safety and Health Administration (OSHA) and DOT's National Highway Traffic Safety Administration (NHTSA).

Both DOL and DOT admitted that none of their 1,641 and 1,225 guidance documents respectively, had any legal effect and none was submitted to Congress for review under the CRA. Now, nearly four months later, EPA has still not completely produced its guidance documents. The investigation also revealed that the absence of any legal effect was not clear to the public. In fact, only 11 percent of OSHA'S guidance documents included any discussion of legal effect and only 7 percent had this discussion at the beginning of the document. On February 15, 2000, I will be holding a hearing to examine DOL's use of guidance documents as a possible backdoor approach to regulating the public.

Let me conclude by thanking Representative SUE KELLY of New York, Chairwoman of the Small Business Committee's Subcommittee on Regulatory Reform and Paperwork Reduction, for her leadership in this area in 1997 and 1998.

TRIBUTE TO ARCHBISHOP DANIEL
E. PILARCZYK

HON. ROB PORTMAN

OF OHIO

IN THE HOUSE OF REPRESENTATIVES

Thursday, January 27, 2000

Mr. PORTMAN. Mr. Speaker, I am pleased today to rise in tribute to Archbishop Daniel E. Pilarczyk, on the occasion of his 25th anniversary of his ordination as a bishop.

During his forty years in the priesthood, Archbishop Pilarczyk has compiled an impressive and distinguished history of service to the church and the community. After eight years of service as Auxiliary Bishop of Cincinnati, he became Archbishop in 1982. He is the spiritual leader of 550,000 Catholics in more than 200 parishes, and he manages close to 7,500 workers in Ohio. In addition, he has served as president of the National Conference of Catholic Bishops, as well as chairman of the International Commission on English in the Liturgy.

Archbishop Pilarczyk is a strong believer in education and has made it one of his top priorities during his time at the helm of the Archdiocese of Cincinnati, which is the ninth largest Catholic school system in the country. He